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13 UNITED STATES DISTRICT COURT  
14 SOUTHERN DISTRICT OF CALIFORNIA

15 JOSE HERNANDEZ,

16 Plaintiff,

17 v.

18 SAN DIEGO COUNTY  
19 REGIONAL AIRPORT  
AUTHORITY, a public entity;  
20 THELLA BOWENS, an individual;  
and DOES 1 through 20, inclusive,

21 Defendants.  
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CASE NO. 3:08-cv-00184-L-CAB

**DEFENDANT THELLA BOWENS'  
MEMORANDUM OF POINTS AND  
AUTHORITIES IN SUPPORT OF  
HER MOTION TO DISMISS  
HERNANDEZ' THIRD AMENDED  
COMPLAINT  
[F.R.C.P. Rule 12 (b)(6)]**

Date: May 19, 2008  
Time: 10:30 a.m.  
Dept.: 14  
Judge: Honorable James Lorenz

[Magistrate Judge Cathy Ann Bencivengo]

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## I. INTRODUCTION

Defendant San Diego County Regional Airport Authority (the “Authority”) removed this action to this Court following a successful summary adjudication motion in state court. At the hearing where the Superior Court announced its intention to grant summary judgment on Plaintiff Jose Hernandez’ entire Second Amended Complaint, Hernandez orally sought, and was granted, leave to file a Third Amended Complaint (“TAC”). Hernandez’ TAC was a last ditch effort to resurrect his defunct whistleblower and California Labor Code section 1102.5 claims by characterizing them as civil rights violations under 42 U.S.C. section 1983. His effort was unsuccessful.

Hernandez alleges the following two purported constitutional violations in the TAC against the Authority and Thella Bowens, the Authority’s chief executive: (1) that the defendants terminated his employment in retaliation for exercising free speech rights guaranteed by the First Amendment; and (2) the defendants violated his liberty interests guaranteed by the 14th Amendment by failing to provide him with a “name clearing” hearing.<sup>1</sup> Both of these claims fail on their face.

Hernandez’ act of desperation is creative, but ultimately unavailing. The basis of any Section 1983 claim is the deprivation of a constitutional right. 42 U.S.C.A. § 1983; *L.W. v. Grubbs* 974 F.2d 119, 120 (9th Cir. 1992); *Balistreri v. Pacifica Police Dept.*, 902 F.2d 696, 699 (9th Cir. 1990). The primary problem with Hernandez’ constitutional claim is that he has not pleaded, nor can he plead, that he was deprived of any constitutional rights.

First, Hernandez’ claim that he was terminated in retaliation for exercising his First Amendment rights fails because he did not engage in “protected speech”. Under the rule set forth by the United States Supreme Court in *Garcetti v.*

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<sup>1</sup> Hernandez also makes vague references to equal protection violations, but there are absolutely no facts alleged in the complaint to support an equal protection claim against Defendants.

1 *Ceballos*, 547 U.S. 410 (2006), public employee speech that is made pursuant to  
 2 the employee's job duties is not entitled to First Amendment protection as a matter  
 3 of law. In this case, it is clear from Hernandez' TAC that the alleged disclosures  
 4 were made pursuant to his job duties (TAC ¶16, p. 10:5-7), and as such his claim  
 5 falls directly within the *Garcetti* rule.

6 Second, Hernandez cannot allege sufficient facts to establish the violation of  
 7 his constitutional liberty interests. Hernandez claims he was entitled to a name  
 8 clearing hearing because the reasons for the termination<sup>2</sup> involved stigmatizing  
 9 information, but he has failed to allege the public disclosure of the reasons for his  
 10 resignation, or that he requested a name clearing hearing, which by itself is fatal to  
 11 this claim. *Bollow v. Federal Reserve Bank*, 650 F.2d 1093, 1101 (9th Cir. 1981),  
 12 *cert. denied*, 455 U.S. 948 (1982).

13 Because Hernandez fails to set forth the necessary elements of his claim,  
 14 defendant Thella Bowens respectfully requests this Court dismiss Plaintiff's Third  
 15 Amended Complaint without leave to amend.<sup>3</sup>

## 16 **II. THE COURT SHOULD DISMISS PLAINTIFF'S SOLE CLAIM**

### 17 **UNDER 42 U.S.C. SECTION 1983**

18 A district court should dismiss any claim that either lacks a cognizable legal  
 19 theory or fails to state sufficient facts to support a cognizable legal theory. Fed.  
 20 Rules Civ. Proc. rule 12(b)(6); *Robertson v. Dean Witter Reynolds, Inc.*, 749 F.2d  
 21 530, 534 (9th Cir. 1984). In considering a motion to dismiss under Rule 12(b)(6),  
 22 material factual allegations should be accepted as true, but legal conclusions need

23 <sup>2</sup> Although Hernandez alleges that he was terminated, he actually chose to resign. TAC ¶ 43, page 27,  
 24 lines 3-7.

25 <sup>3</sup> Bowens was served with the TAC after the Authority removed this action. The Authority answered the  
 26 complaint in state court prior to removal, and will file a motion for judgment on the pleadings, to be heard  
 27 at the same time as Bowens' Rule 12 motion. The primary grounds for the Authority's motion for  
 28 judgment on the pleadings are the same as the grounds for Bowens' motion, except that Bowens has  
 asserted the additional defense of qualified immunity, discussed in Section VI, *infra*.

not be. *North Star Int'l v. Arizona Corp. Comm'n*, 720 F.2d 578, 580 (9th Cir. 1983); *Western Mining Council v. Watt*, 643 F.2d 618, 624 (9th Cir. 1981). In addition, a court may take judicial notice of facts outside the pleadings. *Sears, Roebuck & Co. v. Metropolitan Engravers, Ltd.*, 245 F.2d 67, 70 (9th Cir. 1956). In this case, the court should dismiss the complaint with prejudice and without leave to amend because it does not contain facts sufficient to “state a claim to relief that is plausible on its face.” *Bell Atlantic Corp. v. Twombly*, --- U.S. ----, 127 S.Ct. 1955, 1974, 167 L.Ed.2d 929 (2007) (announcing the “retirement” of the “no set of facts” formulation for dismissing a complaint on a Rule 12 motion and applying the plausibility standard); *Iqbal v. Hasty*, 490 F.3d 143, 157-58 (2d Cir.2007) (applying the *Twombly* plausibility standard in the context of a motion to dismiss Section 1983 claims).

### III. HERNANDEZ' FIRST AMENDMENT CLAIM FAILS BECAUSE HIS ALLEGED DISCLOSURES ARE NOT PROTECTED SPEECH

The first alleged constitutional violation upon which Hernandez bases his section 1983 claim is retaliation in violation of his First Amendment rights. In order to prevail on this claim, Hernandez must allege and prove that: (1) he engaged in protected speech; (2) he suffered an adverse employment action; and (3) his speech was a substantial factor for the adverse employment actions. *Coszalter v. City of Salem*, 320 F.3d 968, 973 (9th Cir. 2003). Hernandez' claim fails at the first prong of the test.

Hernandez bases his entire First Amendment claim on alleged disclosures that he claims were “directly related to his job.” (TAC at ¶16.) Specifically, Hernandez alleges that he disclosed to his direct supervisor and other Authority executives regarding alleged improper decisions or actions by the Authority regarding lease, land use and tenant improvement issues, and alleged contract irregularities involving a parking vendor. (See generally, TAC at ¶¶10-14, 35, 45-47.) Since these alleged disclosures were within Hernandez' job duties as the



1 Authority's Director of Landside Operations,<sup>4</sup> his disclosures are without First  
 2 Amendment protection as detailed in the recent United States Supreme Court  
 3 decision, *Garcetti v. Ceballos*, 547 U.S. 410, 126 S.Ct. 1951 (2006).

4 Two inquiries guide the interpretation of a whether a public employee  
 5 engaged in protected speech. The first requires determining whether the employee  
 6 spoke pursuant to his duties as a public servant, or as a private citizen on a matter  
 7 of public concern. *Garcetti*, 126 S.Ct. at 1958. *Garcetti* held that a public  
 8 employee's speech or disclosures are not protected under the First Amendment  
 9 where the subject speech comprises disclosures that the public employee made  
 10 pursuant to his duties. *Garcetti*, 126 S.Ct. at 1960. If the alleged protected speech  
 11 by the public employee was as a private citizen, as opposed to part of his duties,  
 12 the second question then becomes whether the public employer had an adequate  
 13 justification for treating the employee differently from any other member of the  
 14 general public. *Garcetti*, 126 S.Ct. at 1958.

15 *Garcetti*, as well as other recent precedent, conclusively establishes that the  
 16 First Amendment claim Hernandez has put forth in his TAC cannot survive the  
 17 first inquiry. Each of the disclosures detailed by Hernandez was made pursuant to  
 18 his duties as a public employee. As such, they fall within the *Garcetti* rule, and  
 19 therefore, outside the scope of First Amendment protection as a matter of law.

20 **A. *Garcetti v. Ceballos* and Other Recent Cases Establish that Disclosures**  
 21 **or Complaints by Public Employees Made in the Course of Their Public**  
 22 **Employment Are Not Subject to Protection Under the First Amendment**  
 23 **as a Matter of Law.**

24 The plaintiff in *Garcetti*, Richard Ceballos, was a calendar deputy in the Los  
 25 Angeles District Attorney's office, with supervisory responsibilities over other

26 <sup>4</sup> Hernandez asserts in his TAC that the Authority is a "public entity." (TAC ¶2, p. 2:8-15.) As such, he  
 27 was a public employee.

1 lawyers. *Garcetti*, 126 S.Ct. at 1955. After a request by a defense attorney,  
2 Ceballos investigated alleged inaccuracies in an affidavit used to obtain a critical  
3 search warrant and concluded the affidavit contained serious misrepresentations.  
4 *Id.* at 1955. Ceballos wrote a disposition memorandum recommending the case be  
5 dismissed. *Id.* at 1955-56. His supervisors proceeded with the prosecution despite  
6 Ceballos' recommendation, and Ceballos was called as a defense witness to  
7 recount his observations about the affidavit. *Id.* at 1956. When he was reassigned,  
8 transferred, and denied a promotion, Ceballos filed suit alleging violations of his  
9 First Amendment rights in retaliation for his disposition memorandum. *Id.* at 1956.  
10 The Supreme Court held that Ceballos' speech did not qualify for First Amendment  
11 protection because it was made as an employee, and not as a citizen. *Id.* at 1956.  
12 The controlling factor in *Garcetti* was whether the employee's expressions were  
13 made pursuant to his duties. *Id.*, at 1959-1960. If the speech is made by a public  
14 employee pursuant to their official duties, the speech is not afforded First  
15 Amendment protection. *Id.* at 1956-60.

16 Similarly, in *Freitag v. Ayers*, 468 F.3d 528 (9th Cir. 2006), a former  
17 correctional facility officer at Pelican Bay State Prison sued several administrators  
18 claiming they had retaliated against her for engaging in constitutionally protected  
19 speech. During her tenure as a corrections officer, Freitag had numerous  
20 encounters with prisoners engaging in sexual exhibitionist behavior. *Id.* at 533-34.  
21 Freitag submitted multiple reports recommending and/or requesting the offending  
22 inmate(s) receive discipline. *Id.* at 533-34. Prison officials repeatedly ignored,  
23 discarded, and/or denied the disciplinary requests. Freitag wrote letters to the  
24 warden, the associate warden, and the director of the California Department of  
25 Corrections and Rehabilitation ("CDCR") (in Sacramento), complaining about her  
26 supervisors' responses (or lack thereof) to the alleged incidents and the resulting  
27 hostile work environment, recommending enforcement of CDCR policies regarding  
28 repeat offenders, and requesting prison officers receive additional training. *Id.* at

1 533-34. Freitag also complained to a California Senator and cooperated with the  
2 resulting investigation by the Inspector General. *Id.* at 535.

3 While Freitag acted as a citizen when she complained to the Senator and  
4 communicated with the Inspector General's office, the court determined that her  
5 internal complaints were made pursuant to her duties as a correctional officer, and  
6 thus not constitutionally protected. *Id.* at 545-46.

7 Finally, in *McGee v. Public Water Supply Dist. #2*, 471 F.3d 918 (8th Cir.  
8 2006), a former district manager's position was eliminated after he made  
9 statements questioning compliance with environmental regulations on two separate  
10 projects. McGee claimed he was terminated in retaliation for exercising his First  
11 Amendment rights. The court disagreed, holding that McGee's statements were  
12 made pursuant to his official duties, and not entitled to First Amendment  
13 protection. *McGee*, 471 F.3d at 921.

14 **B. Hernandez's Statements Are Not Protected by the First Amendment**  
15 **Because They Were Made Pursuant to His Duties as a Public Employee**

16 Like the public employees in *Garcetti*, *Freitag*, and *McGee*, Hernandez'  
17 disclosures were made pursuant to his duties as Director, Landside Operations.  
18 Indeed, Hernandez concedes these disclosures were "directly related to his job."  
19 (TAC ¶16, p. 10:5-7.) Further, according to the TAC, Hernandez performed the  
20 following job duties: "represent[ed] the Authority in dealing with tenants and  
21 contractors" (TAC ¶4, p. 3:8-9) and "managed the operations of the airport  
22 terminal buildings, the parking lots, the ground transportation services and  
23 provided expert assistance in the planning and long-range decision making for  
24 managing the airport's facilities." (TAC ¶4, p. 3:2-5.) Hernandez alleges he was  
25 "specifically required to make decisions in operating the parking facilities to  
26 ensure the highest levels of efficiency [and] economic advantage." (TAC ¶4, p.  
27 3:6-8.) Hernandez "reported directly to the Vice President, Airport Operations,  
28 who had managerial responsibility for all aspects of airport operations." (TAC ¶ 4,

1 p. 3:5-6.) The Vice President of Airport Operations was Hernandez' direct  
 2 supervisor, a person to whom "Plaintiff consistently and constantly reported . . . all  
 3 actions and events he was involved in, and withheld no information regarding his  
 4 own activities, viewpoints, opinions and observance of the activities of other  
 5 employees, including management." (TAC ¶7, p. 3:22-25.)

6 Hernandez alleges four disclosures or protected activities, all of which were  
 7 made as part of the above-referenced job duties:

8 The first disclosure involved an alleged "handshake" deal between Bryan  
 9 Enarson (an Authority Vice President) and Host (an airport concessionaire) that  
 10 allegedly restricted the Operations Division's ability to acquire space for a  
 11 women's restroom, which allegedly impacted the project's budget. (TAC ¶10,  
 12 p.5:15-17; ¶35, p. 22:16-23). This disclosure, which Hernandez made to "members  
 13 of the Authority" (TAC ¶11, p. 5:25.), falls squarely within the duty to manage the  
 14 operations of the airport terminal buildings and provide "expert assistance in the  
 15 planning and long-range business decision making for managing the airport  
 16 facilities," as well as representing the Authority in dealing with tenants and  
 17 contractors. TAC ¶4, p. 3:2-5 and 3:8-9.

18 The second and third disclosures involved perceived financial problems with  
 19 a lease of property formerly occupied by General Dynamics, for airport parking  
 20 (TAC ¶12, p. 6:5-14; ¶35, p. 22:24-23:1) and alleged environmental and financial  
 21 issues related to the long-term lease of property formerly occupied by Teledyne  
 22 Ryan, for airport parking (TAC ¶13, p. 6:23-7:19; ¶35, p. 23:2-6), respectively.  
 23 The second disclosure was made directly to Hernandez' supervisor, the Vice  
 24 President of Airport Operations (TAC ¶45, p. 27.), while the third disclosure was  
 25 made at closed door committee and staff meetings. (TAC ¶13, p. 7:13-15; TAC  
 26 ¶46, p. 27:20-23.) These disclosures fall under Hernandez' duty to manage the  
 27 operations of the parking lots and his duty to "ensure the highest levels of

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1 efficiency [and] economic advantage” of the airport’s parking facilities. TAC ¶4,  
2 p. 3:2-8.

3 The fourth and final disclosure involved Lindbergh Parking, Inc. (“LPI”) (an  
4 airport contractor), and its purported computational errors in a bid submission,  
5 unsatisfactory contract performance, failure to submit required insurance  
6 information, and “other offenses and actions that indicated a lack of business  
7 integrity by LPI.” (TAC ¶14, 9:19-26; ¶35, p. 23:7-9.) Hernandez discovered the  
8 conduct giving rise to his final disclosure while fulfilling his duty to “represent the  
9 Authority in dealing with tenants and contractors” as well as his duty to manage  
10 parking lot and ground transportation operations. (TAC ¶4, p. 3:2-5.) He was  
11 likewise fulfilling his duty when he reported the perceived problems to his direct  
12 supervisor. (TAC ¶ 14, p. 9:19-20.)

13 Because it is clear from Hernandez’ own admission and from the allegations  
14 in the TAC that the alleged disclosures were made pursuant to his duties as a  
15 public employee, as opposed to as a private citizen speaking on matters of public  
16 concern, he is not afforded First Amendment protection for these statements.<sup>5</sup>  
17 *Garcetti*, 126 S.Ct. at 1956-60; *Freitag*, 468 F.3d at 545-46; *McGee*, 471 F.3d at  
18 921. As such, Hernandez’ Section 1983 claim fails to the extent it relies upon the  
19 First Amendment right to freedom of speech.

20 **C. The Court can Dispose of Hernandez’ First Amendment Claim on a**  
21 **Motion to Dismiss**

22 Since Hernandez has alleged specific facts regarding his job duties as they  
23 relate to the disclosures that he made, it is proper for this court to dispose of  
24 Hernandez’ First Amendment claim on a motion to dismiss. *Weisbarth v. Geauga*  
25 *Park District*, 499 F.3d 538, 546 (6<sup>th</sup> Cir. 2007). In *Weisbarth*, a former employee

26 <sup>5</sup> Because Plaintiff fails to get past the first hurdle of the analysis, Defendant will not in these moving  
27 papers address the remaining elements.



1 of the county park district brought a First Amendment retaliation claim against the  
 2 park district alleging that she was terminated in retaliation for comments that she  
 3 made to a consultant hired by the park district to interview employees as part of a  
 4 departmental evaluation. The district court granted the park district's motion to  
 5 dismiss, and the Sixth Circuit affirmed, holding that Weisbarth did not engage in  
 6 protected speech under the rule set forth in *Garcetti* because Weisbarth statements  
 7 to the consultant were pursuant to her official duties rather than as a private citizen,  
 8 and thus she could not maintain her First Amendment retaliation claim. *Ibid.*

9 On appeal, Weisbarth argued that the court "should be hesitant to dispose of  
 10 her First Amendment retaliation case based solely on the pleadings." *Ibid.* The  
 11 Sixth Circuit disagreed and held that it was appropriate to decide a First  
 12 Amendment retaliation claim on a motion to dismiss where, as here, the facts  
 13 required to reach the conclusion that the employee spoke pursuant to his or her  
 14 official duties rather than as a citizen are all set forth in the pleadings. *Ibid.* It is  
 15 thus entirely appropriate to decide Hernandez' First Amendment retaliation claim  
 16 on the pleadings as well, since all the facts regarding his job duties and the manner  
 17 in which his disclosures relate to his job duties are all set forth in the pleadings, as  
 18 discussed above.

#### 19 **IV. DEFENDANTS DID NOT INFRINGE HERNANDEZ' LIBERTY** 20 **INTERESTS**

21 Hernandez also asserts in his TAC that the defendants violated his "liberty"  
 22 interest guaranteed by the 14th Amendment, specifically, the right to be free of  
 23 stigmatizing governmental statements and the right to a name clearing hearing.  
 24 (TAC ¶¶ 51-52, p. 28:14-29:4.) In order to maintain this claim, Hernandez must  
 25 allege that the Authority dismissed him for reasons that might seriously damage his  
 26 standing in the community and that there was a public disclosure of the charges  
 27 against Hernandez that led to his resignation. *Brady v. Gebbie*, 859 F.2d 1543,  
 28 1552 (9th Cir. 1988). In other circuits, courts have also required that the plaintiff

1 show that he requested a hearing to clear his name. *Hughes v. City of Garland*, 204  
 2 F.3d 223, 226 (5th Cir. 2000); *Quinn v. Shirey*, 293 F.3d 315, 323 (6th Cir. 2002)  
 3 (“[A] plaintiff must request and be denied a name-clearing hearing in order to have  
 4 been deprived of a liberty interest without due process.”), *cert. denied*, 537 U.S.  
 5 1019, 123 S.Ct. 538, 154 L.Ed.2d 426 (2002); *Bledsoe v. City of Horn Lake, Miss.*,  
 6 449 F.3d 650, 653 (5<sup>th</sup> Cir. 2006) (plaintiff’s failure to request a name-clearing  
 7 hearing was fatal to his liberty interest claim); *Rosenstein v. City of Dallas*, 876  
 8 F.2d 392, 396 (5th Cir. 1989) (stating that the elements of a § 1983 claim based  
 9 upon the lack of a name-clearing hearing include that the employee “requested a  
 10 hearing in which to clear his name, and that the request was denied”); *Winskowski*  
 11 *v. City of Stephen*, 442 F.3d 1107, 1110 (8<sup>th</sup> Cir. 2006) (same).

12 Hernandez has not alleged that the Authority published any false statements  
 13 about him, or that he requested a name clearing hearing. Both of these omissions  
 14 are fatal to his claim.

15 First, Hernandez overlooks a critical element to his claim – publication.  
 16 “Unpublicized accusations do not infringe constitutional liberty interests because,  
 17 by definition, they cannot harm ‘good name, reputation, honor, or integrity.’”  
 18 *Bollow v. Federal Reserve Bank*, 650 F.2d 1093, 1101 (9th Cir. 1981), *cert. denied*,  
 19 455 U.S. 948 (1982). “For this reason alone, [Plaintiff’s] liberty claim must fail.”  
 20 *Ibid.* Here, Hernandez does not allege the publication of the reason for his  
 21 resignation. Without publication, no liberty interest has been infringed as a matter  
 22 of law. Because Hernandez fails to allege the violation of a liberty interest through  
 23 publication, a name clearing hearing is not required. *Board of Regents v. Roth*, 408  
 24 U.S. 564, 573 & n.12 (1972); *Patterson v. City of Utica*, 370 F.3d 322, 330 (2d Cir.  
 25 2004).

26 Further, Hernandez has not alleged that he requested a hearing to clear his  
 27 name. Without a request for a name-clearing hearing, there was no need for the

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1 Authority to voluntarily offer the hearing and Hernandez' claim also fails.  
 2 *Hughes*, 204 F.3d at 226.

3 Because Hernandez' liberty interest was not violated, and he was not entitled  
 4 to, nor did he request, a name clearing hearing, his claim should be dismissed.

#### 5 **V. HERNANDEZ FAILS TO PLEAD AN EQUAL PROTECTION CLAIM**

6 Without identifying the manner in which he was treated differently than  
 7 others, Hernandez claims he was denied equal protection of the law because he did  
 8 not get a name-clearing hearing. However, a name clearing hearing was not  
 9 required under the facts alleged in the TAC (see above). Because the alleged  
 10 deprivation of a non-existent right cannot form the basis of an equal protection  
 11 claim, Hernandez' claim necessarily fails.

12 Aside from this obvious flaw, Hernandez' equal protection claim also fails  
 13 because he fails to allege that he was treated differently than others on the basis of  
 14 membership in a protected class. *Lee v. City of Los Angeles*, 250 F.3d 668, 686  
 15 (9th Cir 2001); *Barren v. Harrington*, 152 F.3d 1193, 1194 (9th Cir.1998), *cert.*  
 16 *denied*, 525 U.S. 1154, 119 S.Ct. 1058, 143 L.Ed.2d 63 (1999). Without this  
 17 essential allegation, Hernandez' equal protection claim cannot stand.

#### 18 **VI. BOWENS IS ENTITLED TO QUALIFIED IMMUNITY FROM** 19 **HERNANDEZ' SECTION 1983 CLAIMS**

20 Even if this court finds that Hernandez has adequately stated a constitutional  
 21 violation, Bowens is entitled to qualified immunity. Public officials performing  
 22 discretionary functions are entitled to qualified immunity from civil liability and  
 23 damages "insofar as their conduct does not violate clearly established statutory or  
 24 constitutional rights of which a reasonable person would have known."<sup>6</sup> *Harlow v.*  
 25 *Fitzgerald*, 457 U.S. 800, 818 (1982). This qualified immunity applies to all

26 <sup>6</sup> Subsequent case law reveals that qualified immunity is more than just a defense to liability and damages,  
 27 it is immunity from suit itself. *Saucier v. Katz*, 533 U.S. 194, 200-01 (2001).

1 public officials who carry out executive and administrative functions. *Wood v.*  
2 *Strickland*, 420 U.S. 308, 319-320 (1975) (overruled on other grounds in *Harlow*,  
3 *supra*, 457 U.S. 800). Administrative functions include employment activities,  
4 such as evaluating and disciplining employees. *Cohen v. San Bernardino Valley*  
5 *College*, 92 F.3d 968, 973 (9th Cir. 1996) (“government officials performing  
6 discretionary functions, such as . . . demoting, evaluating and disciplining  
7 employees are entitled to qualified immunity”). The doctrine of qualified  
8 immunity is broad and protects “all but the plainly incompetent or those who  
9 knowingly violate the law. *Malley v. Briggs*, 475 U.S. 335, 341 (1986).

10 If a plaintiff sufficiently pleads a constitutional violation, the test for  
11 qualified immunity requires a two-part analysis: (1) whether the law governing the  
12 official’s conduct was clearly established; and (2) if so, whether a reasonable  
13 official could believe his or her conduct was lawful. *Biggs v. Best, Best & Krieger*,  
14 189 F.3d 989, 994 (9th Cir. 1999). Hernandez bears the burden of proving that the  
15 right allegedly violated was “clearly established” at the time of the Bowens’  
16 alleged improper conduct. *Brewster v. Board of Educ. of Lynwood Unified School*  
17 *Dist.*, 149 F.3d 971, 977 (9th cir. 1998); *Camarillo v. McCarthy*, 998 F.2d 638, 639  
18 (9th Cir. 1993).

19 In determining whether the law was “clearly established,” the right allegedly  
20 violated “must be sufficiently clear that a reasonable official would understand that  
21 what he is doing violates that right.” *Anderson v. Creighton*, 483 U.S. 635, 640  
22 (1987). General allegations of constitutional violations are not enough to satisfy  
23 the “clearly established” requirement. *Anderson*, 483 U.S. at 639.

24 Hernandez cannot satisfy his burden to prove he had a “clearly established”  
25 constitutional right because *Garcetti* and *Freitag* establish that Hernandez’ First  
26 Amendment rights were not violated. Additionally, these cases also highlight the  
27 unsettled nature of the law surrounding a public employee’s freedom of speech *at*  
28 *the time of Hernandez’ resignation in February 2006*. In *Garcetti*, the Ninth



1 Circuit held in 2004 that Ceballos' memorandum was protected speech because it,  
2 in theory, addressed a matter of public concern. *Garcetti*, 126 S.Ct. at 1956. The  
3 petition for writ of certiorari to the United States Court of Appeals for the Ninth  
4 Circuit was granted in February 2005. *Garcetti v. Ceballos*, 543 U.S. 1186 (2005).  
5 In May 2006, the Supreme Court reversed the Ninth Circuit, holding that speech  
6 made by public employees pursuant to their duties is not protected by the First  
7 Amendment. *Garcetti v. Ceballos*, 547 U.S. 410, 126 S.Ct. 1951. Thus, at the time  
8 of Hernandez' resignation in February 2006, the law was unsettled with regard to  
9 whether a public employee's statement made pursuant to his job duties is protected  
10 speech under the First Amendment.

11 Similarly, in 2005 and 2006, the Ninth Circuit in *Freitag* was considering  
12 whether internal communications by Freitag related to her job duties were  
13 constitutionally protected. *Freitag v. Ayers*, 468 F.3d 528.

14 Even before *Garcetti* and *Freitag* were decided, the Ninth Circuit recognized  
15 that a public employee's right to free speech will "rarely, if ever, be sufficiently  
16 'clearly established' to preclude qualified immunity under *Harlow* and its  
17 progeny." *Brewster*, 149 F.3d at 979-80 (citations omitted).

18 In light of *Garcetti* and *Freitag*, and the near impossible burden recognized  
19 in *Brewster*, it cannot be said that Hernandez' free speech rights were so "clearly  
20 established" as to preclude the application of qualified immunity. Thus, even if  
21 this Court determines Hernandez' disclosures might be protected, Bowens is  
22 nonetheless entitled to qualified immunity because Hernandez' right was not  
23 "clearly established."

24 Because Hernandez cannot prove he had "clearly established" right to a  
25 name-clearing hearing under the facts alleged in the TAC, Bowens is likewise  
26 entitled to qualified immunity from Hernandez' due process and equal protection  
27 claims.

28 ///




**VII. CONCLUSION**

Despite Hernandez' creative re-invention of his claims, his newly remodeled 42 U.S.C. section 1983 claims fail to get off the ground. For the reasons set forth above, Bowens respectfully requests this Court grant her motion to dismiss. Because Hernandez has already had four chances to plead his case, and because Hernandez' TAC establishes that he cannot state an actionable claim, Bowens respectfully requests this Court deny Hernandez a fifth opportunity, and grant this motion without leave to amend.

Dated: March 3, 2008

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